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BUREAU OF LAND MANAGEMENT

OREGON STATE OFFICE
P.O. Box 2965 (825 NE Multnomah Street)
Portland, Oregon 97208

July 18, 1986

Dear Reader:

In 1984, when we published a report of this kind, our intent was to update the report annually. Long-range planning must be a continuing process of assessing and interpretating changes and trends likely to affect people's use of the public lands and resources. However, there has been a two-year gap. In January 1985, as the second report was being prepared, the BLM/Forest Service Interchange proposal was announced. The combination of uncertainties raised by that proposal, plus the time and energies shifted from other work to develop interchange guidance for Oregon and Washington, led us to postpone publication of that report.

While this year's report is changed somewhat from its predecessor, the overall purpose is the same: to consider with care where we are today, to identify trends of change within and outside the agency, to assess the implications of change on BLM and its programs, and to articulate a vision of where we would like to be in the future. This year's outlook section concentrates on social and economic change and attempts to establish integrated perspectives on forest resources and rangeland resources. The latter sections thus go beyond the previous report's focus on timber and grazing resources. The new approach seems to better reflect the reality both of the breadth of resource values and of BLM's management philosophy. Mineral and energy resources, and recreation and wilderness resources are considered separately, largely because the outlook in those areas is essentially the same for the different ecological systems.

One important objective of the 1984 report was to bring together concise statements of current Bureau policies. That objective was achieved. Since our policies are essentially the same today, we have not included policy statements in this report.

Through the years I have worked for BLM, I have come to think of having responsibilities to three constituencies: the various publics who use or are otherwise concerned with public lands and resources; the employees who work for BLM; and the public lands and resources. One of the challenges, not just for those of us working for BLM but for everyone involved with the public lands in any way, is to balance our awareness of and consideration for each of those three constituencies.

We who work for BLM often refer to "the public," or "public involvement," or "the public interest," almost as if there is "a" public out there. In fact the public, in the context of BLM's management of lands and resources, is diverse. It includes individuals and organizations of many differing and sometimes conflicting points of view.

The employees who work for BLM in Oregon and Washington are also an extremely diverse group. It would take volumes to adequately describe the skills, experience and accomplishments of the more than 1,500 permanent and between 200-400 temporary people who are BLM in the two states. I encourage you to get to know them. They are an interesting and impressive group, dedicated to public service and to providing the best possible resource management.

The lands and natural resources we manage are also diverse, and not just in terms of physical characteristics. The diversity of uses of public lands and resources is limited only by the minds of those who use and are concerned about them. The great challenges for us all is to keep up with the ever shifting interests in and needs for the public lands and resources.

There is one other group of people to recognize: the volunteers who contribute their time and energy to BLM. They do not fit neatly into the scheme of things I just outlined, being both members of the public and, in a sense, employees. In 1985, more than 500 volunteers provided over 60,000 hours of service to BLM projects in Oregon and Washington. The number of volunteers and their amount of service have been increasing since 1983, and they are making an important contribution to public land management. We all benefit from their efforts, and those of us who work for BLM look forward to the trend continuing.

In conclusion, I want to mention that 1986 is the 40th anniversary of the founding of BLM and the 10th anniversary of the passage of the Federal Land Policy and Management Act (FLPMA). In 1946, BLM was established by combining the General Land Office, which had been in existence since 1812, with the 12-year old Federal Grazing Service and the O&C Land Administration. Thirty years later, with the passage of FLPMA, BLM received new direction, but it was direction that recognized the strength of a still relatively young agency and the ability of its employees to take on new responsibilities in the management of public lands and resources. I look forward to meeting some of you this year and hope you will join BLM as we take the occasion of this dual anniversary year to look back, and to look ahead to the next 10 and 40 years.

Sincerely,

Charles W. Luscher

State Director

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TILLAMOOK R A
Portland
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YAMHILL R A
Salem
DESCHUTES R A
SANTIAM R A
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ANDREWS R A
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BUTTE FALLS R A
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WARNER LAKES R A
SOUTHERN MALHEUR R A
GRANT'S PASS R A
Medford
KLAMATH R A
Lakeview
JACKSONVILLE R A

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Introduction

This report defines the scope and diversity of Bureau of Land Management's (BLM) activities in Oregon and Washington and identifies factors in the wider economic and social environment which may affect and be affected by BLM's administration of the public lands and resources in the future.

BLM is an agency of the United States Department of the Interior, with responsibilities to manage people's use of and access to natural and cultural resources on public lands. The lands managed by the BLM are primarily those remaining in public ownership after nearly 200 years of selling or otherwise transferring Federal lands to private ownership, or of being selected for management by other agencies for particular purposes (e.g., the National Forests, National Parks and Monuments, and National Wildlife Refuges).

In Oregon and Washington, BLM is responsible for the administration, development, and conservation of natural resources for present and future generations on approximately 15.7 million acres of public land in Oregon and about 312,000 acres in Washington. Most of the BLM-administered lands are semi-arid range east of the Cascade Mountains; however, in western Oregon, BLM also manages nearly 2.4 million acres of highly productive forest lands. BLM has the additional managerial responsibility of the subsurface mineral and energy resource estate totaling approximately 37.1 million acres in Oregon and 15.5 million acres in Washington.

BLM programs provide for the development and use of the public land and its resources under principles of multiple use and sustained yield while maintaining and enhancing the quality of

Coos Bay District Loon Lake Recreation Site

Introduction

the environment. Resource concerns include timber production, livestock forage, wildlife habitat, watershed protection, mineral and energy resource exploration and development, outdoor recreation, wilderness, cultural resource protection, and other surface uses such as rights-of-way and communication sites. BLM-administered lands are further managed to protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, and water resource values. Certain public lands are also preserved and protected in their natural condition.

In Oregon BLM programs are funded in two separate appropriations from Congress, one for resource management on Revested Oregon and California Railroad lands (O&C) and Reconveyed Coos Bay Wagon Road lands and the other for public domain lands. Activities in Washington are funded entirely for public domain lands.

The Bureau employs approximately 1,500 permanent employees in 15 offices in Oregon and Washington. An additional 200 - 400 people are hired as summer temporaries each year as firefighters, recreation area maintenance workers, etc. There are ten District and four Resource Area field offices, and an administrative State Office located in Portland, Oregon. The locations and phone numbers of all the offices are listed at the beginning of this report.

The complexities of public land and resource management and the pace of change in the 1980s are such that the future must be anticipated and prepared for as much as possible. This requires consideration not only of the natural resources themselves, but of a wider context, including demographic, social and economic factors that could affect or be affected by BLM's resource management activities. It is also increasingly the case that national and even international conditions have impacts on the demand for and use of the public lands and resources in Oregon and Washington.

In Washington, BLM is responsible for essentially the same resource programs as in Oregon; however, the vast difference in the extent of public lands in the two states means that BLM's role and significance are also very different. Beyond this, major differences in resource program emphasis exist among the 10 Districts. The emphasis in the outlook sections is clearly on Oregon, where BLM manages over 25 percent of the state's land base. In Washington, the central concerns are with managing a small and fragmented land base which, in many areas of the state, provides the only multiple-use lands available to a local population; managing the mineral estate under lands administered by the U.S. Forest Service (FS); and executing the Secretary of the Interior's trust responsibility for the mineral estate under Indian lands.

This report begins with a look back at some highlights of 1984 and 1985, then continues to a review of areas of emphasis for the current year. The section on 1987 is based on the proposed budget for next year, which was submitted to Congress by the President shortly before this report was written. The brief look ahead to 1988 is based on National planning guidelines which BLM offices receive early each year as the first step in the formal budget development process for two years hence.

Following the year-by-year reviews, there are sections addressing the future outlook for socioeconomics, management of forestry and rangeland resources, for outdoor recreation and wilderness, and for mineral and energy resources.

Highlights for 1984 and 1985

Spokane District Red Marble Timber Sale - logging operations

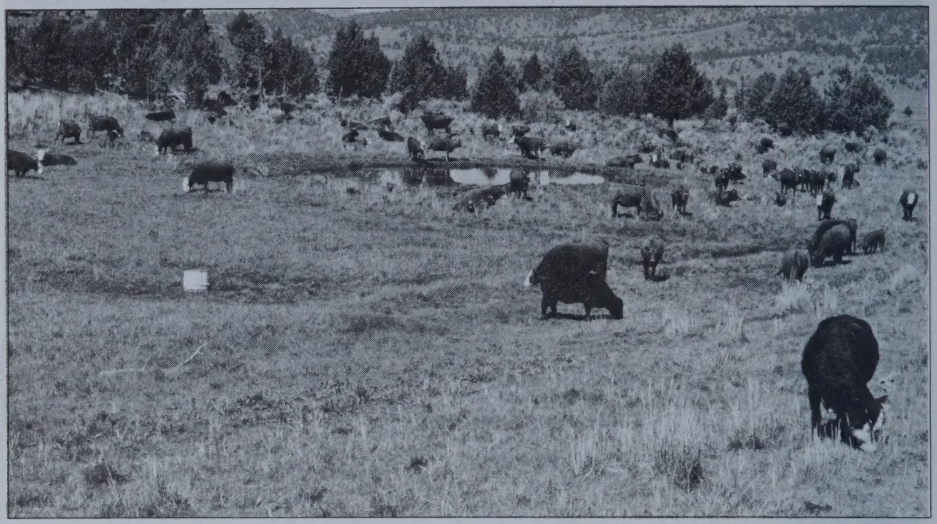
The past two years for BLM in Oregon and Washington have been characterized by accomplishment, change, and reinforcement of its firm foundation on which to continue to build for the future. BLM opened two new detached Resource Area offices in Klamath Falls, Oregon, and Wenatchee, Washington. These offices have helped BLM do a better job by putting employees closer to both the lands they manage and the people who use the public lands and resources.

BLM continued to provide a high level of products and services to Oregonians and Americans from the lands it manages. These products and services resulted in revenues of $152.2 million in 1984 and $137.6 million in 1985. In comparison, BLM Oregon and Washington budgets in FY 1984 and 1985 were $72.4 million and $81.9 million, respectively. The majority of these revenues derived from timber harvest, the bulk of that from O&C Revested lands. In 1985, BLM-administered lands in Oregon and Washington produced 1.025 million board feet of timber.

The Federal Timber Contract Payment Modification Act, passed by Congress in 1984 to alleviate some impacts to companies of their high bids for timber, was implemented by BLM in Oregon and Washington in 1985. Contracts for 1,291 million board feet were bought out by companies at a cost of $12.5 million. The bulk of the returned timber, originally bid at $420 million, will be reoffered for sale during the next several years after the sales are reissued for compliance with today's offering standards.

During the 1984 grazing fee year, there were 1,866 grazing permits and leases issued on public land in Oregon and Washington authorizing about 232,000 cattle and horses and 12,000 sheep to use 1,071,500 animal unit months (AUM) of forage. Those same lands provided habitat for a wide variety of big and small game wildlife. For example, in 1985 big game populations were estimated at

Highlights for 1984 and 1985



Lakeview District grazing cattle

10,900 antelope, over 200,000 deer, 13,000 elk, 2,000 black bear, and over 800 bighorn sheep. There were also 3,491 miles of fishable streams and over 89,000 waterfowl acres.

BLM-administered lands provided recreation opportunities for 3,690,935 visitors and resulted in revenues of $171,123 in FY 1985. BLM continued to operate a total of 61 developed recreation sites comprising 638 camping units and 239 day use units. The current replacement value of recreation facilities is $20,000,000. A total of 257 commercial Special Recreation Permits (primarily river use) were issued and attracted 291,805 visitors. There were 11 competitive Special Recreation Permits (primarily ORV events) issued.

The organizational issue which received the most attention over the past year was the proposed BLM/Forest Service Interchange of federal lands and mineral estate responsibilities aimed at improving public service and management efficiency and reducing the costs of administering these federal lands and resources. An

Roseburg District Red Pond Environmental Education Area, Oakland High School Advanced Biology Class

intensive effort by employees of both agencies and substantial input from diverse sectors of the public produced a revised proposal which, if enacted by Congress, would result in dramatic changes in BLM's operations in Washington and parts of Oregon. Details of the current proposals can be obtained at any BLM or Forest Service office; for now, the action has shifted to Capitol Hill in Washington, D. C.

Regardless of what changes, if any, occur in agency boundaries and administrative responsibilities, benefits are already being realized from the efforts of the interchange study teams. As employees of the two agencies worked together on the interchange proposal, they identified a number of opportunities to share resources, coordinate activities and improve efficiency. Many of these changes can be implemented whether or not some version of the interchange takes place.

BLM's lands and realty programs in 1984 began a shift toward more sales and exchanges. The effects of this shift in emphasis can be seen in the accomplishments of the past two years. Major land exchanges with the State of Oregon were completed with over 500,000 acres changing hands. These exchanges, which were the culmination of a program initiated in 1972, significantly improve management and access for both organizations. In Washington, the State Indemnity Lieu Selection was completed. This is the culmination of a process that began with the Washington Statehood Act of 1889. BLM identified public lands for Oregon to select as compensation for federal lands, due to the State at the time of statehood, but, for various reasons, unavailable. Under BLM's Good Neighbor Policy, a number of communities in both Oregon and Washington obtained titles or leases to public lands that will now be used for local public purposes such as parks, sewage disposal sites, and airports.

Land and resource management plans and associated environmental documents and implementation decisions for most BLM-administered lands in Oregon and Washington had been completed by late in 1983. During the past two years, task forces have worked to establish monitoring standards for rangelands in Oregon and Washington and for the forest lands in western Oregon. The guide-book for rangeland monitoring was published in 1985; the handbook for monitoring western Oregon's records of decision for timber management plans was recently completed. Development of monitoring standards has been a significant and timely accomplishment as emphasis shifts from planning and environmental impact analysis to program implementation. With effective monitoring, BLM and the interested public have the opportunity to systematically track the environmental consequences of BLM actions and ascertain whether resource management objectives are being met. When appropriate, BLM will be able to adjust actions on the ground and to improve future decisions.

In the Prineville District, an innovative program for management and rehabilitation of riparian systems has been developed and, over the past two years, has received national attention. Other resource management innovations have been achieved in tree planting stewardship contracts, in using livestock to reduce competing vegetation on commercial timber lands, and in administering range improvement project maintenance agreements.

Over the past several years BLM in Oregon and Washington has been

Highlights for 1984 and 1985

Prineville District Rehabilitation of Riparian Systems

working to incorporate a perspective on the future into its human and natural resource management activities. This is clearly reflected in a number of recent accomplishments. A five-year stream improvement program to enhance anadromous fish productivity in Oregon coastal streams was developed and received national attention. Other

budgetary support for its first year in 1986. A five-year minerals program forecast was prepared to analyze mineral supply potential in conjunction with anticipated demand and probable needs for BLM staff support. Also, a five-year plan for data processing and telecommunications systems was developed to ensure orderly acquisition of hardware with appropriate integration and adequate training for users. Another example is a nine-month Management Intern Program, initiated in 1985 and designed to provide a small, carefully selected group of BLM employees with training and other experiences to improve their abilities as potential BLM managers.

This has been a highly selective review of two years of accomplishment and change. Comparative statistical data on BLM products and review is contained in a companion publication, BLM Facts, Oregon and Washington 1985 that is available in BLM offices in Oregon and Washington.

Outlook for 1986

Before describing the high priority programs for the current year, it is interesting to look back at the 1984 Policy and Program Direction report. At that time a goal of BLM was to develop better working relationshps with the States and other governmental agencies. BLM has been successful by improving these working relationships. For example, on January 8, 1986, the BLM State Director, the Forest Service's Regional Forester and the Governor of Oregon signed a Memorandum of Understanding. The MOU's central purpose is to establish a process for the three parties to jointly identify, communicate and coordinate actions of common concern relating to the lands and resources managed by the BLM, FS, and the State. Also, since that time, BLM has initiated semi-annual coordination meetings with other Federal and State agencies (e.g. U.S. Fish and Wildlife, Forestry, Geology; and Environmental Quality; Washington State Department of Natural Resources and others). It is encouraging to see the successful culmination of a general effort initiated more than two years ago, and it demonstrates the benefits of using foresight to establish goals rather than simply trying to make predictions.

In mid-February 1986, the Administration published a revised proposal for transferring management jurisdiction between the BLM and U.S. Forest Service (FS). Under the revised proposal approximately 773,000 acres of BLM-administered lands in Oregon and Washington would come under FS management while about 27,000 acres of National Forest System lands would come under BLM care. Additionally, the FS would assume full responsibility for managing the subsurface mineral estate on about 18 million acres in Oregon and 13 million acres in Washington. The O&C lands of western Oregon would remain under BLM administration. Both the BLM's Wenatchee Resource Area office (Washington) and Baker Resource Area office (Oregon) would be closed with functions transferred to the U.S. Forest Service Offices. The Administration's proposal would save the government about $3.8 million during the first five years and, afterwards, about $1 million per year. Implementation of the Administration's proposal, if enacted by Congress in fiscal year (FY) 1986, would likely start in FY 1987.

A Perspective on 1987

The President's proposed budget for FY 1987 (October 1986 through September 1987) was submitted to Congress on February 5, 1986. BLM in Oregon and Washington will not have program specific allocations for next year until appropriation bills have been passed by Congress and signed by the President, and the Bureau's headquarters office in Washington, D.C. allocates the appropriated funds to the various States Offices and program areas.

This year the situation is complicated by the potential effects of the Gramm-Rudman-Hollings Bill (Balanced Budget and Emergency Deficit Control Act of 1985). At this time it is possible to identify Bureauwide program highlights which indicate general trends for the coming year. Three qualifications must be kept in mind. First, Congress may modify these trends, either increasing or decreasing the emphasis a program has received in the proposed budget. Second, the priority given a particular program Bureauwide may not be the same as the emphasis for that program in Oregon and Washington. For example, forest management programs are much more important in Oregon than in the other BLM states, and some mineral programs are relatively less important in Oregon and Washington than in some of the other states. Third, while the President's budget currently meets the Gramm-Rudman-Hollings deficit goal, adjustments during Congressional action could both change budget levels and also result in across-the-board percent reductions in all programs.

The total proposed budget for BLM for FY 1987 is approximately one percent and four percent (respectively) below the 1986 budgets in the Management of Lands and Resources (MLR) appropriation and the Oregon California Grants Lands (O&C) appropriation. Within that overall reduction, small increases are proposed Bureauwide for livestock grazing management, cadastral survey, planning and data management, fire protection-related activities, and maintenance programs. It seems likely that BLM's program activities will continue on a gradual downward trend from 1985 to 1986 and on into 1987.

A Look Ahead to 1988

BLM's budget and planning process for the FY 1988 (October 1987 through September 1988) began in early 1986. During January and February, employees in the District and State Offices prepare program descriptions in response to general directives from BLM's headquarters office in Washington, D.C. The objectives at this stage are to describe general program needs, to discuss any major changes that are anticipated and to identify emerging issues that could affect BLM activities. Detailed budget allocations for specific programs in the States and Districts are not part of the process at this early stage. The information from the various states will be consolidated in the headquarters office and, early next year, will serve as the basis for BLM's portion of the President's FY 1988 budget proposal to Congress. This brief look ahead to 1988 is based on the Oregon-Washington response to BLM's general directives, with the recognition that some things will probably change over the next two years in response to policy changes, external events and Congressional decisionmaking.

Perhaps the overriding concern in planning for 1988 is to anticipate the potential impacts on budgets and programs from the Gramm-Rudman-Hollings Bill (Balanced Budget and Emergency Deficit Control Act of 1985). Since initial implementation of the Act is taking place as this report is being prepared, there is no way to accurately determine its impacts on BLM's future funding level. To deal with this uncertainty, Oregon BLM managers are identifying hypothetical program changes that would be needed to reduce the FY 1986 budget by 13 percent in FY 1987 and an additional 7 percent in FY 1988. The Oregon/Washington Management Team has identified major program thrusts for FY 1988 and then grouped certain programs into three categories: those for which should be maintained at current budget levels, programs which should be subject to minimal reductions, and programs subject to greater reductions. The focus of these deliberations will be on how to maintain BLM outputs of timber, forage, minerals, recreation opportunities, etc., that the Bureau is entrusted to manage.

The policy and program thrusts described below reflect general statewide priorities. It should be recognized that there may be more important activities to accomplish in certain Districts which are not described here, and that there is no internal ranking of importance among the following programs.

In Oregon and Washington, BLM will concentrate on reassessing its mission to ensure programs essential to accomplishing that mission are adequately supported. Programs which would reduce costs or improve efficiency over the long run will be continued. For example, completing land exchanges would enhance public benefits and improve manageability. Capturing opportunities to share equipment, facilities and expertise with other agencies, and improving proficiency in using electronic data processing, communication, and remote sensing technology would translate into positive benefits for the public.

The emphasis in the forestry program will be to maintain the full allowable cut consistent with BLM's ability to fund forest development and reforestation program elements. Monitoring the condition and trend of all renewable resources, especially western Oregon forestry resources, will be another general area of emphasis. Continued monitoring and implementation of the land-use plans

A Look Ahead to 1988

Salem District Quartzville Recreation Corridor - a cooperative effort BLM, state and local government, and private industry

which were completed for Oregon and Washington in the early and mid-1980s is also of importance.

Primary emphasis in the rangeland management program will be in use supervision, monitoring and implementing the Rangeland Program Summary decisions and range improvement projects. During the past several years, the BLM in Oregon has developed innovative programs in riparian system management. Attempts will continue to be made for improving riparian zones as an effective way of realizing benefits for of forest, rangeland, wildlife and watershed resources.

In the mineral and energy resource management program, the emphasis will be on expanding BLM's capabilities to make mineral potential determinations; to evaluate mineral deposits; to appraise locatable, salable and leasable minerals;

A program thrust specific to western Oregon will be to support timber management planning needs. BLM has the responsibility to calculate the allowable harvest level for its western Oregon commercial timber lands every ten years. This requirement triggers a process of re-inventory, planning and environmental impact assessment. By FY 1988, the western Oregon Districts will be engaged in a number of activities that must be accomplished to support the formal planning process and allowable harvest determination for the 1990's.

Through the 1980's, as the Bureau has adapted to budget constraints and personnel reductions, volunteers have played an increasingly important role in helping provide necessary and desired public services. The benefits from the Volunteer Program are far reaching. Not only are projects completed and services

provided that otherwise would not be there, but BLM employees gain new perspectives from working volunteers, and the volunteers and their families and friends gain a new appreciation for the values of the public lands.

Lakeview District Volunteers assisting in placement of a water guzzler

Oregon and Washington Outlooks

This section of the report presents the current status and future trends affecting key resource program areas in Oregon and Washington. There are five outlook subsections: socioeconomic, forest resources, rangeland resources, outdoor recreation and wilderness resources, and minerals and energy resources.

Socioeconomic Outlook

The aging of the population is the result of increasing life expectancy and of the aging of the "baby boom" generation born in the 1940's and 1950's. This affects Oregon as its residents grow older, and as it attracts a growing number of retirees. Substantial growth of this portion of the population may be expected to continue under almost any future scenario.

Retirement living is, and probably will continue to be, a substantial source of population growth for some rural areas, particularly the Oregon coast, and the Jackson, Josephine and Deschutes County areas. With increased numbers of retired people, there will be changed demands on the public lands.

With the retrenchment of the forest industry and decline in agricultural prices, rural Oregon seems to be in economic decline. The apparent growing disparity between economic well-being in rural areas versus metropolitan areas has resulted in some controversy and polarization in the State.

Relative to national averages, Oregon is losing ground. Oregonians in general, and State government in particular, will be

Salem District Public planning workshop meeting in Alsea, Oregon

giving increased attention to opportunities to use natural resources to improve Oregon's economy. While natural resources management would not be the only area of such interest it will be prominent because it is one of the few areas where State government perceives a significant opportunity.

Among natural resource-based industries, tourism is almost alone in showing significant growth since the late 1970's. The tourist industry is difficult to define, but is usually accorded second or third place in importance to Oregon's economy. Tourism is widely perceived in State government as having great potential for growth and the State anticipates becoming much more active in attracting out-of-state tourists.

While the growth in Oregon's employment has taken place largely in the services sector, including tourism, this does not benefit everyone equally. The services sector is rarely large in rural areas. Growth in this sector tends to occur in population centers. Salaries are typically much lower than those in manufacturing. Substituting services employment for manufacturing employment on a one-for-one basis would result in lower personal income for the economy, at least initially. The effect of this change to a services-based economy does little to compensate for the employment losses in rural areas.

Forest Resources Outlook

The forestry program in the Pacific Northwest continues to undergo major changes based on economics, land use allocation, and numerous law suits. In this Forest Resources Outlook section current and future trends in timber management; livestock-vegetation management; wildlife habitat management; endangered species management; and soil, water and air management is presented as elements which affect the forestry program on the O&C lands in western Oregon, and upon public domain lands throughout Oregon and Washington.

Timber Management

Until recently the prosperity of Oregon's forest industry, and its economy as a whole, seemed to follow the national housing construction market. The timber produced here dominated the markets for lumber and plywood, and when market declines occurred, recovery seemed to be just around the corner. In this atmosphere substantial gains in employee wages were negotiated.

Beginning in 1980, this sense of confidence and well-being was shattered. Housing construction rapidly declined when interest rates rose. That decline in housing starts precipitated a rash of employee layoffs and mill closures in Oregon. Subsequent increases in housing starts in the U.S. in 1984 and 1985 did not result in proportionate increases in forest industry employment in the Pacific Northwest. It became apparent that Oregon's forest industry, and particularly its forest industry employment, was no longer so closely coupled to the national housing market. This decoupling was due largely to the increased ability of other regions to compete for non-West Coast markets. What used to be the structural plywood market is now a structural panel market and a finished plywood market. Oregon still dominates finished plywood because of its relative abundance of clear material. The structural panel market is dominated by producers in the Southeastern States and, to a lesser degree, producers in the Lake States.

Oregon and Washington Outlooks

Coos Bay District Sawyer - timber from BLM-administered lands provides jobs

Oregon and Washington Outlooks

The evolution of waferboard opened opportunities for some low value species such as aspen to compete with Oregon-produced plywood for structural panels. The principal sources of competition in the lumber market are the southeast portion of the U.S. and Canada. Oregon has become primarily a West Coast supplier with aspirations to a larger international, Pacific Rim market.

Clearly, the future of the forest industry in Oregon is change. The real question is whether the industry will prosper and whether employment in industry-dominated communities will prosper. These are not necessarily the same questions.

The forest industry is composed of capital (the mills and growing stock) and labor (employees). In all likelihood, the capital component will remain in Oregon and evolve, with timber production levels keeping it a major factor in North America and world wood products trade. However, labor is likely to prosper to a lesser degree, with no likely scenarios bringing payrolls back to the scale of the late 1970's. Increasing efficiency is the watchword of the industry, and that includes reducing both numbers of employees and wage rates.

Whether the industry will prosper depends upon its ability to compete in an increasingly competitive market. Markets

Salem District Old-growth timber

for standardized products such as lumber and panels tend to be dominated by the low cost suppliers. In the past, Oregon, with its large stock of old-growth timber, was the low cost supplier. That position has eroded in recent years. Harvest of old-growth timber is declining as the economically available supply gradually approaches exhaustion. Old-growth timber is essentially gone from private lands. Oregon's future forest industry will be based on second-growth timber which has somewhat different physical properties. To utilize this material, new products and processes will continue to be developed, new mills built and new marketing strategies implemented. All of this introduces substantial uncertainty to the industry and subsequently discourages investment. In addition, uncertainty will be increased by the increased dependency on timber supplies from public lands during the next 30 years. Public lands tend to be regarded by forest industry management as less reliable supply sources than private lands because non-timber interests have more opportunity to influence public timber management. Increased dependence on public timber will bring a demand for commitments from public land managers to maintain a reliable flow of timber from those lands. That demand will compete with continuing demands from environmentalists for reductions in public timber harvest and allocation of more lands to long-term retention of timber stands and associated values.

The data on timber harvest and employment suggest that Oregon's forest industry has recently taken several years' dosage of efficiency improvements all atin once. Figure 1 shows that timber harvests Oregon peaked in 1955, 1968 and 1972 at about 9.7 billion board feet. Employment in forest industries (lumber and wood products plus pulp and paper) peaked in 1979. The ratio of industry employment to harvest volume is an indicator of efficiency; the higher the ratio, the lower the efficiency. This ratio, employment/volume, was increasing from 1971 to 1981 when it fell sharply as a result of the large layoffs in the forest industry. From 1975 to 1982 this ratio was above its historical levels, indicating an accumulating backlog of inefficient production practices and processes. The industry's contraction from 1979 to 1982 appears to have returned it to more normal efficiency levels. There is good reason to expect that the rapid employment decline of 1980-82 will not be repeated because the industry's accumulated inefficiency has been largely removed. Future employment losses should be more gradual, resulting from keeping current with available mill technology and product mix changes. Market pressures will continue to force reduction in job numbers, and to some degree, wages. The major change may be in numbers of jobs as more technologically advanced equipment is installed. The biggest losses may be to people in the lower skilled jobs.

This rapid reduction of forest industry employment has resulted in widespread concern for the welfare of people living in Oregon, particularly in the timber mentions "...contributing to the economic stability of local communities and industries..." as an objective for management of the O&C lands. Management of the public lands to provide a reliable timber supply will not guarantee that timber-dependent communities will not change. All that can be accomplished is a moderation of change. Change will take place; communities are not static entities.

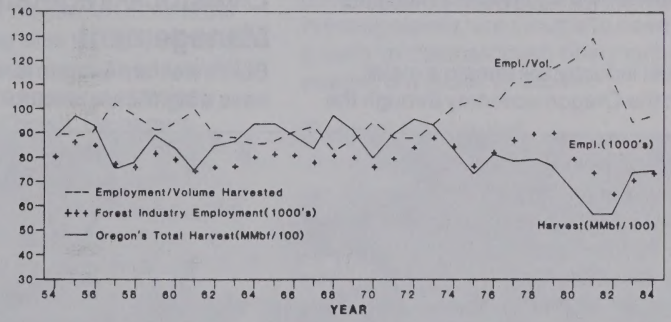
As can be seen from Figure 2, harvests from BLM lands have been a significant, but not dominant, share of Oregon's harvest, never exceeding 18 percent.

This indicates that BLM alone would not be able to substantially compensate for the reduced harvests on private lands. The question of opportunity and obligation of the public land management agencies (BLM, FS) to stabilize forest industry-dependent communities and regions is likely to be a point of substantial discussion as these agencies proceed with revisions of their land use and allowable cut plans.

Relative to its principal competitors, Canada and the southeastern U.S., Oregon's greatest advantage is its forestry practices. Oregon's forests are being replenished, and its harvest practices are regulated with concern for other values. Restocking in the South, while common on industry-owned and National Forest lands, is less common on the major landowner category, i.e., small, private landowners. In Canada, particularly British Columbia, failure to re-forest cutover lands is continuing to reduce future harvest capacity. As a result, both of these regions have little prospect for increased harvest.

For the next two to five years, large quantities of timber from forest industry-

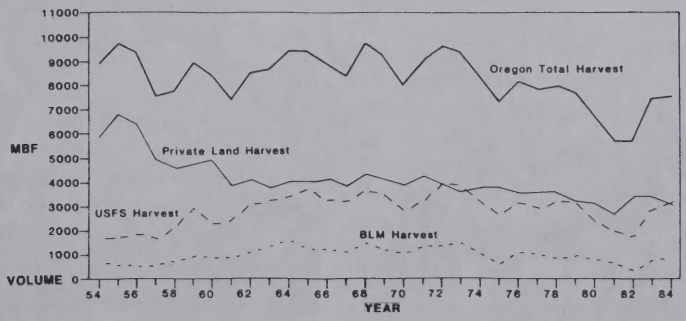
Figure 1-Measures of Oregon's Forest Industry Size and Efficiency



Data Source: Harvest data from State of Oregon, Department of Forestry, "Oregon Timber Harvest Report," annual reports 1954-1984.

Employment data from State of Oregon, Department of Human Resources, "Oregon Resident Labor Forces - Employment and Unemployment, " annual reports 1954-1984

Figure 2-Oregon's Timber Harvest



Data Source: Harvest data from State of Oregon, Department of Forestry, "Oregon Timber Harvest Report," annual reports 1954-1984

owned lands may enter the market, particularly in southwestern Oregon. Large private timber holdings may be quickly liquidated to improve corporate financial positions. Due to the limited amount of non-Federal acreage available, this can be done for only a few more years. One possibile result for BLM timber management, consistent with BLM's fundamental policy of providing timber on a non-declining even flow basis, could be a short-term oversupply of timber in local markets with BLM sale prices declining and many sales receiving no bids. If private timber is liquidated, it will increase the importance of the public lands in the long term for community stability because private stocks will have been exhausted.

The forest industry will remain a major factor in the Oregon economy through the year 2000. The degree of competition of timber from Canada is uncertain because a large part of its cost advantage comes from the currency exchange rate. Also, the economic availability of Canadian timber could be changed if the allowable cut in British Columbia was changed, or if stricter reforestation and site protection requirements were implemented. Oregon will continue to have a very large share of the nation's available timber. It is there now and growing, but the extent to which that raw material supply can be exploited will depend upon the ability of the industry in Oregon to be cost competitive.

Livestock-Vegetation Management

BLM's western Oregon forest lands do not have a significant livestock grazing

Medford District Grazing at tree plantation

program. However, in the past two years, BLM and U.S. Forest Service (FS) have allowed the grazing of tree plantations by sheep and cattle. Still in an experimental stage, the program's initial findings appear promising.

The current court-ordered-ban on all herbicide use for vegetative management, and to a lesser extent the increasingly limited availability of prescribed fire as an alternative vegetative management tool, have made it increasingly difficult for public foresters to obtain satisfactory forest regeneration. As a result, BLM and FS are researching sheep and cattle grazing in controlling competing vegetation. Another feature of these trials often is the seeding of planting sites with grasses and legumes palatable to livestock and wildlife. This step seems to provide surprisingly effective control of brush. Damage to forest seedlings has been minimal. However, closely supervised herding is required. A band of sheep left one day too long can decimate a forest plantation as grass is eaten and only tender young trees are left. If the tests do prove effective, a need for more sheep may develop.

Wildlife Habitat Management

The forests of the Pacific Northwest are abundant in wildlife in comparison to the very cleanly managed European coniferous forests. Part of the reason is that our management practices are much less tidy. Slash and cull material is left in the forest, as are snags and other wildlife trees. The rest of the difference lies in the still substantial areas of old-growth forest, a rich and diverse wildlife habitat especially in western Oregon.

One question to be faced in the 1990's and later, is the reduction of old-growth forest. It is virtually gone on private lands. BLM has about 17 percent of its total forest land in old-growth (forest more than 200 years old). Many wildlife species adapt very well to the mosaic of clearcuts and various stages of managed, young forests. Numerous bird species do well with such habitat. Deer appear to thrive in the combination of forage, edge effect, and cover. On the other hand, some species, like cougar, marten and fisher need the solitude of old-growth forests. Small rodents, like the redbacked vole, need old-growth and in turn help in the soil building and tree growth within the forest by their distribution of spores from beneficial mycorrhiza. Elk, while finding good forage in clearcuts and hiding cover in young stands, are thought to need old-growth for thermal cover. How much is needed is a matter of debate.

Terrestrial Habitat

The two million acres of BLM managed lands in western Oregon provide habitat for a diversity of wildlife species. Over 460 species (25 amphibians, 21 reptiles, 304 birds and 110 mammals) inhabit these lands. BLM cooperates closely with Oregon Department of Fish and Wildlife in managing and improving habitat to maintain the current wildlife population levels.

Coordination is a major emphasis between the forestry and wildlife programs in the forest ecosystem of western Oregon. Biologists and botanists provide support to forest management activities to ensure that any possible impacts to important habitats are minimized. An ongoing Old-Growth Forest Wildlife Research program is investigating the interrelationships between wildlife and old-growth forests. Wildlife may have an important role in maintaining the long-term productivity of forest lands. This information is required for input to land use decisions that affect

Oregon and Washington Outlooks

Roseburg District Golden Bar Area of Critical Environmental Concern, nesting osprey pair

the quantity and quality of future wildlife habitat.

Habitat management for sensitive species such as the northern spotted owl, western snowy plover and the pitcher plant, will continue to receive high priority funding to accomplish inventory and monitoring.

During the next five years, the results of ongoing forest/wildlife research may significantly change forest ecosystem management. As the balance of forest seral stages shifts to the younger forest, the diversity of wildlife may change correspondingly. Forestry/wildlife habitat management and coordination will continue to be stressed over habitat development projects.

Fish Habitat

Fish produced in streams on forest lands administered by the Bureau contribute to important recreational and commercial fisheries. The most important species are anadromous salmonids, i.e., salmon, steelhead and sea-run cutthroat trout. Resident trout populations in streams and lakes also support significant fisheries.

Habitat management is the primary responsibility of BLM, whereas the State fish and wildlife agencies manage the fish populations within state waters. The Bureau cooperates closely with these State agencies and private organizations in habitat management programs. On forest lands under BLM-administration in Oregon and Washington, there is approximately 1,100 miles of streams producing anadromous fish.

Ocean salmon fishing was drastically curtailed during the last three years to protect low populations of wild coho salmon. Reduced fisheries caused serious economic, social and biological concerns to Oregon's citizens. Demand, particularly for anadromous fish, will

continue to exceed the supply. To assist in restoring primarily wild populations of coho salmon, the Bureau in 1985 prepared a report titled "A Five-Year Comprehensive Anadromous Fish Habitat Enhancement Plan for Oregon Coastal Rivers."

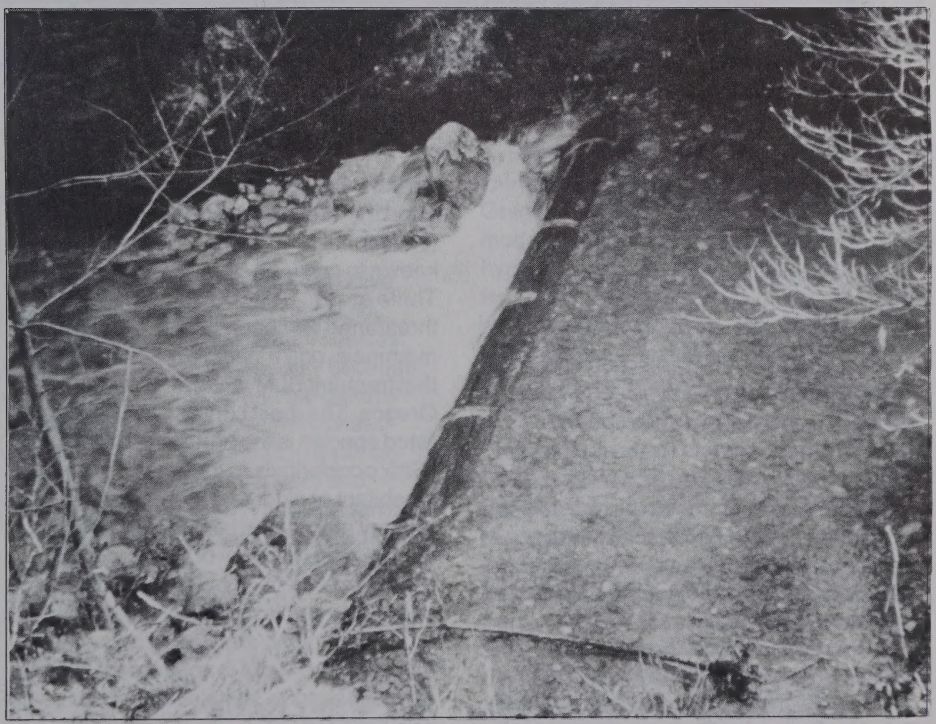
The plan identified habitat improvement projects which could be accomplished over a five-year period that would help increase wild populations of salmon and steelhead to contribute more fish for coastal fisheries. These proposed projects would require an estimated $2.6 million in nearly equal amounts over five years to complete. The Bureau received $475,000 in FY 1986 budget appropriation to begin the project work.

BLM's major efforts in fisheries during the next five years will be to:

-Increase monitoring of specific actions included in approved timber management plans and habitat investments (projects);

- Accomplish the five-year fish plan, which includes (l) completing proposed habitat improvement projects (pending funding), (2) implementing those decisions made in existing land use plans that benefit fish production, and (3) co-operating with all other appropriate agencies and organizations to develop coordinated approaches for managing fish habitat; and

- Reinventory of streams (where necessary) to provide current information on fish habitat conditions for the next planning cycle.



Medford District Stream habitat improvement on Pickett Creek

Oregon and Washington Outlooks

Medford District Bald Eagle

Endangered Species Management

The objective of the Bureau's Endangered Species Management Program is to meet the requirements of the Endangered Species Act of 1973. The act mandates the protection and conservation of ecosystems upon which endangered and threatened species depend, and to provide for the recovery of Federally-listed species. The highest priority of this program is to provide the input necessary to ensure that land use decisions will not adversely impact the habitat or recovery of Federally threatened and endangered species.

BLM's program is designed to conserve both plants and animals which are officially listed by Federal or State governments. In western Oregon, there are four Federally-listed threatened or endangered species (one mammal and three birds) that are known to occur on BLM managed lands. There are ten State of Oregon listed threatened and endangered species (two mammals, one amphibian, seven birds) that frequent BLM lands in western Oregon. The most controversial state-listed species is the northern spotted owl *(Strix occidentalis caurina)* which is an inhabitant of older forest habitat. The primary program action is to ensure survival and recovery of listed species through maintaining habitat and current population levels. Providing high quality quality inventory, monitoring data, and mitigating resource management impacts are necessary to sustain habitat and viable population levels.

Oregon and Washington Outlooks

Another part of the Bureau's Endangered Species Management Program deals with Special Status Species (proposed, candidate and sensitive species). The primary direction of the special status species program is towards improving habitat conditions to the point where the need to list affected species is minimized. There are 70 candidate species (60 plants, 1 fish, 2 salamanders, 1 reptile, 1 bird, 5 mammals) identified for possible designation as Federal threatened and endangered species in western Oregon. Of these, 9 plant species are candidates (category 1) which have high priority in the U.S. Fish and Wildlife Service's listing process.

Botanical inventories to determine the occurrence and distribution of threatened, endangered and special status plant species are required to provide support to the forestry program. Four botanists conduct site specific studies and monitoring in western Oregon to evaluate the impacts of vegetation manipulation and habitat modification on plant population trends.

It is anticipated that during the next five years the conservation of threatened, endangered and special status species will continue to be a high priority because of legislative mandates and the general modification of some specific habitats. Special management areas, (Areas of Critical Environmental Concern and Research Natural Areas) and riparian area management will provide protection for many of the species. The budget of the Endangered Species Management Program will be directed to high priority areas: monitoring related to western Oregon Timber Management Plan Record of Decisions, and inventory needs for the 1990's land use plans.

Soil, Water and Air Management

In western Oregon the program priorities are to ensure that timber sale plans and sites are in compliance with soil, water and air laws and policy guidelines; to provide site-specific information about soil capabilities and use limitations in support of timber management activities; to monitor actions that have potentially significant impacts on soil, water and air resources; to conduct selected inventory efforts as needed for land use plans and environmental impact statements, and to plan, implement and maintain watershed improvement projects.

Specific program goals are to complete the soil survey inventory in western Oregon by 1990, to maintain site productivity, and to carry out air visibility monitoring. About 2.0 million acres have been inventoried, with about 370,000 acres remaining for completion.

A daily and storm-period rainfall model for low elevation forest watersheds in western Oregon will be developed in 1988. The model will be useful in evaluating the hydrologic effects of different timber harvest scenarios on small ungaged streams. The model will also provide information on peak flows for use by engineers in designing structures such as bridges and culverts.

Special efforts are being made to understand the impacts of resource management activities on long-term productivity. These efforts are coordinated with researchers at the U.S. Forest Service's Pacific Northwest Forest and Range Experiement Station, and Oregon State University. Development of mitigation measures to guide land management decisions are sought.

Oregon and Washington Outlooks

Spokane District Riparian management area on scattered BLM-administered land parcels

Rangeland Resources Outlook

BLM-administered rangelands are the non-forested public lands located primarily in eastern Oregon and Washington. About 13 million acres or about 80 percent of the lands administered by BLM in Oregon and Washington are public rangelands. The rangeland resources provide a base upon which BLM focuses management attention through land use planning, public interest, and budget and personnel commitments.

Livestock-Vegetation Management

The late 1970's and early 1980's were a period of inventory and land use planning for the BLM. During 1979-1985, BLM in Oregon and Washington prepared and published 11 Environmental Impact Statements (EIS) that addressed grazing management issues - eight Grazing Management EISs and three Resource Management Plan EISs. Preparation of the Baker Resource Management Plan EIS in 1986 will complete this task for our area of responsibility. With completion of livestock grazing environmental impact statements, BLM will move into an era of implementation, management, and monitoring.

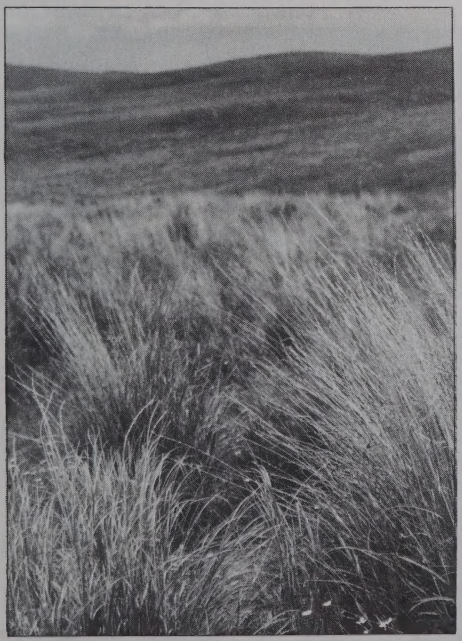
Livestock grazing will remain a major use of public lands, but other, sometimes competing, uses and resources such as wildlife, recreation, wilderness, wild horses, mineral and energy activity, threatened and endangered species, and watershed can be expected to continue to grow in importance as BLM continues to implement FLPMA.

Oregon and Washington Outlooks

Use adjustments, range improvements, and improved management that were implemented in the 1960's and 1970's have resulted in increased forage availability on public lands in Oregon and Washington. By 1984, authorized grazing use had increased by about 13 percent to 1,071,480 AUMs from the low of 942,270 AUMs authorized during the drought of 1977. The supply of available forage from public lands is expected to continue increasing throughout the decade as additional gains are made thru development and management and are verified by monitoring. Some reductions in livestock use in some allotments are also anticipated when verified by monitoring studies.

However, earlier forecasts of large increases in the overall demand for livestock forage throughout the 1980's are not materializing. Those forecasts were based on assumptions of an increased birth rate, a general return to former dietary preferences, and a rapidly expanding economy--all of which were expected to greatly increase the demand for red meat.

However, the birth rate has remained relatively constant for several years, preferences have shifted even further away from red meat, and economic expansion has remained sustained, but modest, following a period of severe recession. As a result, there has been an over-supply of red meat for most of the last decade and producer incomes have been severely depressed. This situation has been aggravated by high interest rates during the early 1980's and a decline of as much as 20 percent in the value of some real estate pledged as collateral for loans.



Vale District Livestock forage on BLM-administered lands

In summary, the agriculture industry is undergoing re-alignment. The supply of available forage from public lands in Oregon and Washington is expected to continue to increase. Demand for livestock grazing on western rangelands can be expected to remain relatively stable or even decline over the next several years. Demand for grazing on public lands will be very cost sensitive. If the grazing fee is viewed as low, there will be increased demand for grazing on public lands as livestock operators attempt to reduce costs and work off a historically high level of debt. Otherwise, demand can be expected to remain relatively stable or even decline as additional private lands that are withdrawn from crop production become available for grazing and the public continues to shift away from eating red meat.

Oregon and Washington Outlooks

Wildlife Habitat Management

The Bureau's wildlife habitat management program on rangelands consists of the terrestrial or land based wildlife habitats, and fish habitat in springs, streams and lakes.

Terrestrial Habitat

In eastern Oregon and Washington, BLM manages approximately 10.5 million acres of wildlife habitat. The major thrust of the program is to manage wildlife habitat for species of high recreational, ecological and scientific importance. Over 340 species use the variety of rangeland and forest lands in eastern Oregon and Washington. BLM land managers work in close cooperation with Oregon Department of Fish and Wildlife. BLM is responsible for the habitat and the Department is responsible for species management.

On-the-ground wildlife habitat development and maintenance projects include riparian fencing, guzzlers, small pond developments, spring maintenance, wetland development seeding and various other projects to benefit nongame wildlife.

During the next five years, activities or programs associated with wilderness study areas, re-introduction of bighorn sheep, fire rehabilitation and rangeland seedings, and big game damage problems and other issues will increase the complexity of the terrestrial wildlife habitat management program on rangelands. Habitat development investments will probably decline with available funding used for maintenance of existing projects.

Fish Habitat

Rivers such as the Deschutes, John Day, Owyhee and Blitzen Rivers, and smaller

Burns District Placing boulders for fish habitat on the Middle Fork of the John Day River.

streams in the Steens and Trout Creek Mountains are important habitats for some anadromous fish, native and introduced trout, and warm water species that provide recreational fishing. Many reservoirs and lakes also provide fishing opportunities in rangeland settings. In addition, desert streams and springs may provide unique habitats for several nongame fish species of special interest.

Management of aquatic habitats is the third highest priority of the Bureau's wildlife program, after endangered species work and riparian area management. Management actions are closely coordinated with the Oregon Department of Fish and Wildlife. Decisions made in land use plans in recent years should result in improved habitat conditions and larger fish populations.

Habitat management for sensitive native trout such as the Redband and Whitehorse Cutthroat will continue to be emphasized as will the critical habitats for federally listed species such as the Borax Lake Chub and Warner Sucker. An increasing emphasis on riparian area management will directly benefit aquatic habitats and fish populations.

Habitat investments will be maintained, but appropriated funds for projects will probably be reduced. Encouragement of investments of funds, materials and labor from non-Federal sources to implement and maintain habitat development projects will therefore be continued. Habitat monitoring will be increased to ensure adequate data for land use decisions and activity plans of the range program. New inventories will be limited to the most important habitats or management actions.

The Bureau will continue to cooperate with State and Federal fish and wildlife agencies in the Northwest, Bonneville Power Administration and the Northwest Power Planning Council to implement the Council's Columbia River Basin Fish and Wildlife program to help restore anadromous fish populations in the Columbia Basin. The Bureau's role as a habitat manager is to provide off site habitat enhancement, where good opportunities exist, to compensate for losses of fish due to hydroelectric developments in the basin during the last 50 years.

Endangered Species Management

The Bureau's Endangered Species Management Program is designed to ensure that the ecosystems of Federally-listed threatened and endangered species and special status species (proposed, candidates and sensitive species) are conserved to promote the recovery of listed species and to reduce the necessity of listing of special status species.

Currently there are nine Federally-listed threatened or endangered species (four mammals, four desert fish, and one plant) living on the public lands in Oregon and Washington. BLM's endangered species management program, including rangelands in eastern Oregon and eastern Washington, is aimed at both the survival and recovery of these species. This is to be accomplished through providing inventory and monitoring data for land use planning and reviewing of all proposed on-the-ground projects.

The primary objective for protecting proposed, candidate and sensitive species is directed at improving the habitat conditions to a point where the need for listing as threatened and endangered

species is minimized. There are 85 species (55 plants, 13 fish, 8 birds, 9 mammals) that are candidates for possible designation as Federal threatened or endangered species. Of these, 15 are candidate plants (category 1) which are the first priority in the listing process.

In the next few years, both the importance and the number of issues related to the endangered species management program are expected to increase. This is due primarily to addition to the Federal list of threatened and endangered species. It is anticipated that two to three plants and fish will be added each year.

Major program activities will be directed at: (l) increased consultations with the U.S. Fish and Wildlife Service, (2) participation in recovery plans, (3) review of land exchanges and disposals, and (4) implementation of recovery and habitat plans.

Wild Horse and Burro Management

When the Wild Horse and Burro Act was passed in 1971, there were an estimated 3,500 wild horses and about 20 wild burros in Oregon and none in Washington. Even with roundups of excess animals starting in 1974, the wild horse population grew to between 7,500 and 8,000 animals by 1976, and was increasing at a rate of nearly 20 percent per year. A major step to correct this imbalance took place in 1977 when, with the help of special drought relief funds, BLM was able to remove approximately 2,000 wild horses from public lands in Oregon. Annual roundups have continued and in 1982 the horse population was down to 3,270. In December 1985, the wild horse population in Oregon was estimated to be about 3,200 animals after removal of 1,310 horses during 1985.

Vale District Wild horses on the range

Oregon and Washington Outlooks

The plan for wild horse herds in Oregon is to maintain a population between 1,375 and 2,700. Each herd has a planned minimum and maximum level. The program is designed to gather excess horses when their numbers reach or exceed the maximum levels, reducing herd size to the minimum level, then allowing the herd to build up to the maximum number before gathering again. This would allow for a 3-to-6 year period during which the animals could be left alone. Recent population increases exceed both the herd size guidelines established in Herd Management Plans, and BLM's capacity to remove excess animals at approved rates of funding.

The present horse population of about 3,150 animals still exceeds the maximum population level of 2,700 established in the district's resource management plans. Once the population level can be brought into balance with management objects, gathering operations will level off to an annual even flow removal rate. There are presently 23 occupied herd management areas in Oregon. This will be reduced to 19 to meet management objectives that call for removal of all horses on four small management areas.

The Wild Horse and Burro Act requires management of wild horse herds to establish and maintain an ecological balance on the public lands. The major effort has been to support the adoption program, with gatherings as budget and workload allow. In Oregon there have been more wild horses available for adoption than people willing to adopt the animals. Caring for adoptable animals while waiting for a qualified applicant costs BLM about $3.00 per horse per day.

Long-term contract maintenance and adoption facilities to hold 8,000 animals have been added to the BLM program to reduce maintenance costs. None of these facilities are in Oregon. All captured animals that cannot be adopted within 30 days after freeze branding are shipped to one of these facilities.

Before late 1982, excess wild horses were adopted directly from BLM facilities in eastern Oregon or from adoption centers in Eugene, Oregon, and Spanaway, Washington. In 1982, a new program of temporary centers was started and the permanent adoption centers were closed. The new program moves the animals to the adopters instead of requiring people to come to the permanent holding facilities. So far the program has been successful.

The key issue facing the wild horse and burro management program is the cost of long-term care and maintenance of unadoptable horses. Until this issue is resolved by Congress, horse numbers will continue to increase above planned herd size limits, resulting in damage to their habitat, and adversely impacting wildlife and livestock uses, and watershed values.

Soil, Water and Air Management

Priorities are similar to those listed under the Forest Resources Outlook section.

Specific activities include air visibility monitoring, a number of stream monitoring and erosion studies, continued operation of a national Atmospheric Deposition Program Station which is a part of a nationwide study of acid rain, and continued work on erosion projects. Priority consideration is placed on projects and research efforts to maintain, restore or improve existing or potential riparian areas to ensure maximum long-term benefits. Private land owners and Federal and State

Oregon and Washington Outlooks

continue to share information and cooperate in this management initiative. Another substantial activity will be to complete 1,230 water use inventory records each year. This inventory will be completed by FY 1988.

Soil surveys will continue as an integral part of the Bureau's ecological site inventory. About 4.8 million acres are inventoried, with about 8.3 million acres remaining to be done on rangelands in eastern Oregon (Washington's soil survey inventory has been completed).

Outdoor Recreation/ Wilderness Resources Outlook

Public lands managed by BLM in Oregon and Washington provide unique recreational opportunities not available on other agency lands and offer excellent potential for expanding the supply of resources for both developed and dispersed recreational activites. During FY 1985, an estimated 3.6 million recreation visits were made to BLM-administered lands and facilities in Oregon and Washington. All indications point towards greater public demand for high quality outdoor recreation experiences.

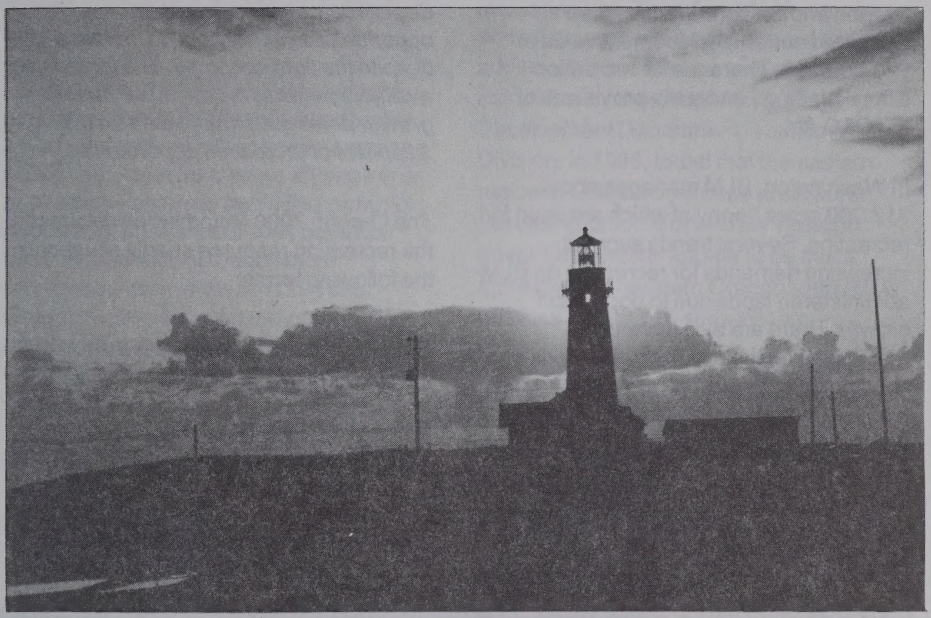
In 1982, Oregon Governor Vic Atiyeh's Economic Recovery Council noted that:

While tourism is generally recognized as the number three industry in Oregon behind agriculture and timber, should the current trends of growth in these industries be maintained, tourism could be the number one industry in our state by the year 2000 or before.

There is enormous potential for growth of recreation in Oregon, especially on public

Vale District Hiker in the Leslie Gulch-Honeycombs area

Oregon and Washington Outlooks



Salem District Yaquina Head Outstanding Natural Area

lands. In 1980, the Oregon 2000 Commission observed that "...recreation is a major natural resource of this state, and should be managed no less than forests or agricultural land."

In eastern Oregon, the primary focus is on dispersed or extensive recreation management, primarily hunting, fishing, whitewater boating, sightseeing, rockhounding, hiking and off-road vehicle use. Major management areas of both national and local significance include the Owyhee National Wild and Scenic River, wilderness study areas, Steens Mountain Recreation Lands, Deschutes River and John Day River. The Deschutes River, which is managed cooperatively with the State of Oregon, is the most heavily used whitewater boating river in the western United States. The Desert Trail, currently being established on a point-to-point basis through a Cooperative Management Agreement with the Desert Trail Association, provides a unique trail concept on arid and semi-arid lands administered by BLM.

In western Oregon, both developed and extensive recreation activities are important. The primary opportunities are picnicking, camping, whitewater boating, fishing, hunting, sightseeing and hiking. Management areas of national to local importance include the Rogue National Wild and Scenic River, Table Rock Wilderness, Pacific Crest National Scenic Trail, and Yaquina Head Outstanding Natural Area. The Congressionally-designated Yaquina Head Outstanding Natural Area represents a focal public use area on the central Oregon Coast. It receives more than of 250,000 worldwide visitors annually. BLM managed recreation facilities in western Oregon, which have been developed by the Bureau in cooperation with the 18 counties who share a percentage of the receipts from the sale of timber harvested from revested

Oregon and Washington Outlooks

Oregon and California lands, have an estimated current replacement value of $20,000,000. There are 42 recreation sites developed under the provisions of the O&C Act.

In Washington, BLM manages about 312,000 acres, many of which are used for recreation. Several trends suggest increasing demands for recreation on BLM-administered lands due to population growth. There are also increasing restrictions on the use of private lands and continued conversion of wild and/or open lands in central Washington to intensive agricultural development.

The Oregon State Parks System Plan 1983-89 stated the following about future recreation trends and needs.

Overall demand for recreation opportunities will continue to increase despite the tight economy. The increasing availability of leisure time .... will result in greater pressure being placed on the suppliers of recreation opportunities.

The Oregon 2000 Commission discussed the recreation resource supply situation in the following terms:

Over half of Oregon's total land area, or nearly 32 million acres, is under federal control. Most of this is in rangeland and forests, and a large part is open to the public for recreational purposes.

According to the State Parks Branch, about 60 percent of the recreational and

Medford District River rafters on the Rogue Wild and Scenic River

preservation land in the state is federal land.

However, it is the state that provides the largest portion of recreational land that is developed and open for general purpose public use. Apart from some acreage in or near urban centers to serve that growing population, the Parks Branch does not foresee acquisition of much more recreational land in the next 20 years. Oregon ranks second in the nation in the number of state parks, but only 19th in the total acreage, resulting from a large number of small area parks like highway waysides. The fact that it is sixth in state park attendance reflects the greater-than-average intensity of use this park land received (and to an extent the vastness of federal holdings which are also available for recreational use but frequently much less accessible).

An implication of the demand and supply situation is that intensive management of public land recreation resource use will have to increase to accommodate growing numbers of users in certain areas. A factor to consider is the availability of adequate funding to provide and maintain recreation facilities in times of shrinking budgets and reduced personnel.

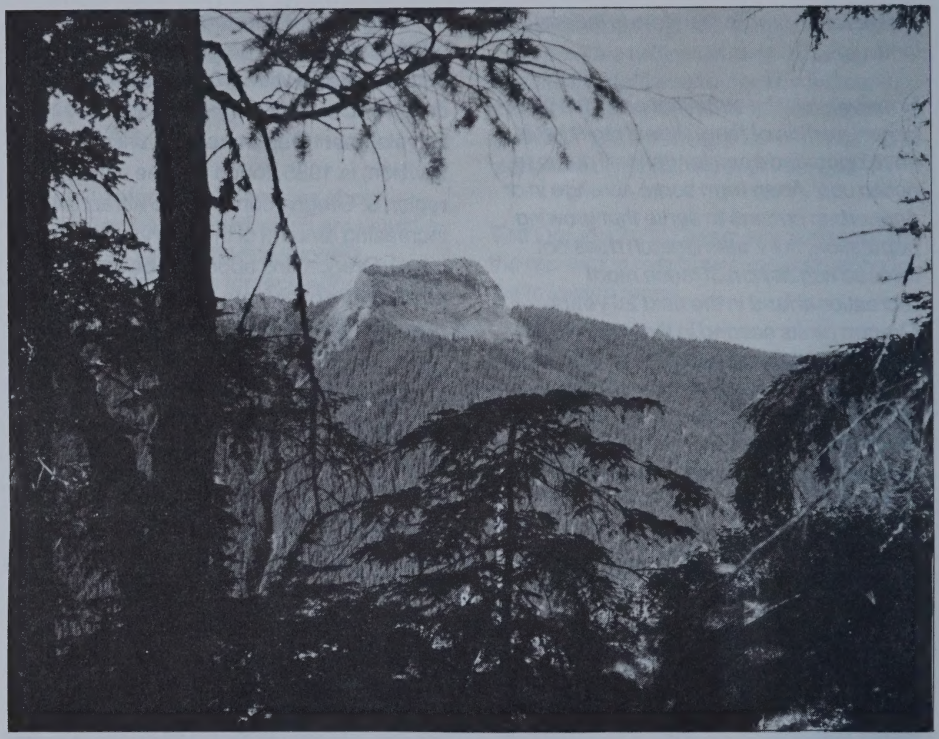
During FY 1986, BLM in Oregon/ Washington will be studying and evaluating the cost effectiveness of its recreation facility maintenance program based on public visitation and importance. This study will help pave the way for directing available funds to those recreation facilities in need of maintenance which receive greater public use and are of greater public importance.

BLM administers more than one-fourth of the land area in Oregon, but those lands have only about 2 percent of the State's recreation use. Therefore, BLM-administered lands have potential for additional recreational use. A study completed by the Oregon Economic Development Department, Tourism Division, in 1985, found that the eastern region of Oregon continues to attract an increasing amount of in-state vacation travel. Oregonians appear to be much more aware of eastern Oregon's attractive qualities than out-of-state visitors.

In response to the growing demand for high quality recreation opportunities the President established a Commission on Americans Outdoors in January 1985. The commission is to report to the President on December 21, 1986. Representing a broad spectrum of environmental and recreational interests from Federal, State and local government and industry, the commission will pursue two basic questions: (1) What activities will Americans want to do outdoors over the next generation, and (2) How can the public and private sectors ensure that there will be appropriate places for these activities?

In April 1985, BLM submitted for public review and comment the Statewide Wilderness Draft Environmental Impact Statement (DEIS) which discusses BLM's proposed recommendations for 77 wilderness study areas (located primarily in eastern Oregon) on 2.3 million acres. A supplement to the DEIS will be prepared to analyze the effects of proposed recommendations on additional lands returned to wilderness review last year as a result of a lawsuit as well as some other lands recently given wilderness study area status. It will be released for public review

Oregon and Washington Outlooks



Salem District Table Rock Wilderness

and comment in the late summer or early fall of 1986.

Additionally, under the BLM's Interim Management Policy and Guidelines for Lands Under Wilderness Review, each of the WSA's are being monitored for any activity that may conflict with wilderness values.

The Juniper Dunes Wilderness in eastern Washington and Table Rock Wilderness in western Oregon were Congressionally designated on BLM-administered lands in 1984. Wilderness designation by Congress in the 1990s probably will add new areas to the National Wilderness Preservation System from public lands administered by BLM in Oregon.

Based on the foregoing discussion, the following four points become apparent. First, outdoor recreation can be expected to become an increasingly higher priority in programs for economic diversification and development in the Northwest. Second, recreational use on the public lands will continue to increase and cannot be separated from other multiple resource uses--recreation should be managed equally with other commodity and non-commodity uses for the maximum benefit of all Americans. Third, the President's Commission on Americans Outdoors will recommend a long-term public land recreation policy. Fourth, recreation and wilderness management can become BLM's most visible programs to the general public and the ones providing the most direct services to most people.

Oregon and Washington Outlooks

Minerals and Energy Outlook

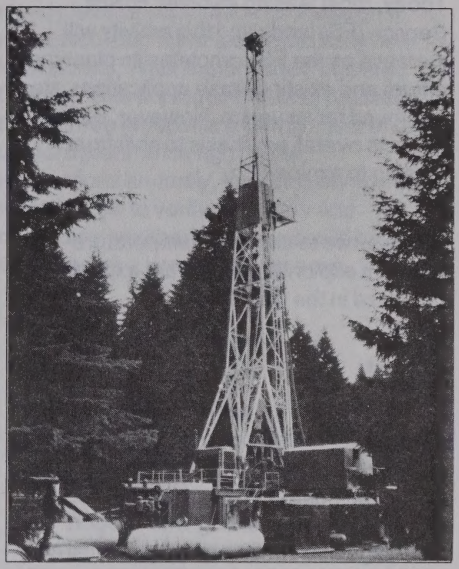
BLM is the nation's manager for all on-shore Federal minerals. In this role, the agency is responsible for mineral resource evaluation, conservation, and oversight of exploration and development. In many ways the mineral industry in Oregon and Washington continues to mature, shifting its efforts toward operations activites. BLM continues to work closely with established mineral operators, contributing to the overall economic vitality of the Pacific Northwest.

Oil and Gas

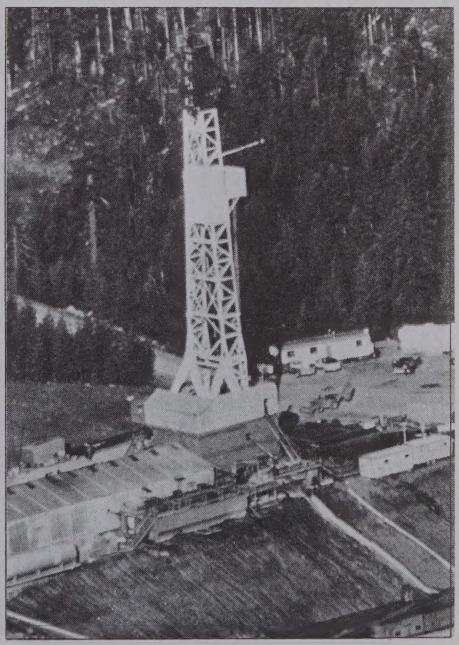
The current oil and gas workload on public lands is predominantly leasing, program and policy coordination, and maintaining a current level of technical knowledge. The demand for leasing services rises or falls relative to the demand for and price of oil and natural gas. Oil and gas interests are likely to continue in the Columbia Basin of southcentral Washington, northcentral Oregon and in the Mist area in northwest Oregon. If commercial discoveries of oil or natural gas are made either on or adjacent to public lands, BLM's workload would substantially increase. The chances of this occurring seem most likely in northwestern Oregon and Washington State.

Geothermal Resources

BLM manages the mineral estate on lands many feel have potential for discovery of commercially valuable geothermal resources. The geothermal workload is primarily leasing, policy and program development, and oversight of exploration activities.



Salem District Federal oil and gas leasing, Atlantic Richfield Company gas well near Mist, Oregon (3,000 foot well)



Salem District Federal geothermal leasing, Sun Energy and Development Company geothermal well on the Willamette National Forest, Oregon (8,000 foot well)

Oregon and Washington Outlooks

Today, most leasing involves Forest Service (FS) lands and this activity will increase as the FS completes its planning efforts and existing lease applications are approved for issuance. However, BLM expects overall emphasis to shift from leasing to exploration.

In 1986, two to six deep, temperature-gradient exploration holes are expected to be drilled in the Cascades.

Coal

While there are no active coal mines in Oregon, important coal resources occur on Federal lands near Coos Bay, Salem and in the northeastern part of the State. BLM is currently working with Oregon State agencies to determine potential coal resource areas in the north central part of the State. Most of the substantial coal resources in Washington are found in the Puget Lowlands.

Spokane District Federal coal leasing, Western Irrigation District Company's open pit mine near Centralia, Washington

BLM administers five coal leases in the two States. One lease, a surface mine near Centralia, Washington is in production. A second lease associated with this operation could be in production by 1990. Ongoing workloads by BLM will consist of quarterly inspections and production verifications at the Centralia mine, annual inspections elsewhere, issuance of timely lease readjustments, delineation of Logical Mining Units, and renegotiation of royalties. If Pacific Northwest coal becomes of interest for export to the Pacific Basin, or if current efforts to sell leased resources near Coos Bay, Oregon are successful, BLM will need to develop new leases. In addition, joint studies with Oregon to define potential coal areas may yield sufficient information to justify amending the current statewide classification of lands prospectively valuable for coal.

Mining Law

The majority of BLM's workload under the Mining Law of 1872 is related to gold claims. Activity rises and falls with gold prices. Increases would require more environmental and surface management and compliance work. It is important to note, however, that the Mining Law of 1872 covers many other mineral commodities, including silver, copper, nickel, cobalt, molybdenum and deposits of uncommon varieties of bentonite, diatomite, limestone, perlite, and zeolites. Currently, there is a resurgence in industry demand for these industrial minerals.

Other Minerals

Sand, stone, gravel, cinders and clay are made available for public and commercial

use through sales or permits when found on BLM-administered lands. Use of saleable minerals usually corresponds to changes in an area's economy and level of construction activity. However, the majority of BLM material is used for rural roads. The relatively steady demand for this use bears little direct relationship with general economic activity.

It is anticipated that demand for these resources will remain relatively static during the next five years. This assumes there will be no major construction projects during this time. Should this occur, demand for the resources and attention to the program will correspondingly increase.

In addition, BLM manages all mineral activity on Indian land. Current activity includes uranium mining on the Spokane Indian Reservation and miscellaneous sand and gravel operations on several Indian Reservations throughout Washington and Oregon. The uranium mines are now inactive, largely due to the severely depressed domestic market.

Indian lands will continue to be a regionally important source of sand and gravel. Production is anticipated to remain steady and tied directly to local economic growth. Success of the Coville Indian Tribe's efforts to market its mineral resources is expected to generate a modest level of exploration activity, requiring the Spokane District to review and approve three or more exploration and/or mine plans annually.

When found on land reacquired by the Federal Government, minerals normally locatable under the Mining Law of 1872 are managed as leaseable minerals. The next five years will see a modest but steady level of exploration for these gold and associated minerals, particularly near Wenatchee, Washington, and Prineville, Oregon. This will require BLM to process two to three prospecting permits and one or more preference right lease applications annually, including sampling and analysis to verify discovery and determine whether the area should be classified as a known leasing area.

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As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in island Territories under U.S. administration.

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